



Report of: Chair of Safer Leeds Executive, Director of Communities & Environment (LCC)

Report to: Leeds Health and Wellbeing Board

Date: 5th September 2018

Subject: Draft Safer Leeds Community Safety Strategy (2018-2021)

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

The vision of the Leeds Health and Wellbeing Strategy 2016-21 is that Leeds will be a healthy and caring city for all ages, where people who are the poorest improve their health the fastest. Amongst its five outcomes is that 'people will live in healthy, safe and sustainable communities'.

As the city's Community Safety Partnership, the Safer Leeds Executive (SLE) has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy, referred to locally as the Safer Leeds 'Community Safety Strategy' (appendix 1).

In drafting the new community safety strategy, SLE recognises the pressures, increasing demands and costs on key bodies and service providers, whose work is directly and indirectly affected by a range of associated community safety issues. The need to build on the existing good partnership work and collaboration that already exists is crucial if we are to collectively deliver better health and wellbeing results more efficiently and effectively for the people of Leeds.

SLE is committed to working with partners and maintaining strong links through shared cross-cutting agendas. A few examples where SLE will be supporting priorities of the Leeds Health and Wellbeing Strategy include:

- Strong engaged and well-connected communities (via Hate Crime, Community Cohesion)
- A stronger focus on prevention (via Youth & Adult Offending, Families First, Safer Schools, Serious and Organised Crime Programme and Street Users)
- Promote mental and physical health equality (via joined up work in Priority Neighbourhoods and with Priority Groups)
- A valued, well trained and supported workforce (via the Domestic Violence and Abuse Quality Mark/ Models and other safeguarding issues e.g. forced marriage and honour based abuse, modern slavery and sexual exploitation)
- The best care, in the right place, at the right time (via work with all victims of crime)

Safer Leeds has an overarching outcome that the Partnership seeks to achieve this being: ***People in Leeds are safe and feel safe in their homes, in the streets and the places they go.*** For the new community safety strategy (2018-21) the SLE have agreed the following shared priorities that the partnership will concentrate on over the term of the strategy:

- *Keeping people safe from harm (victim)*
- *Preventing and reducing offending (offender)*
- *Creating safer, stronger communities (location)*

The SLE considered the draft Community Safety Strategy 2018-21 at its meeting on the 19th July, and is currently open to consultation through the Council's Scrutiny process and with key strategic partnerships.

Recommendations

The Health and Wellbeing Board is asked to:

- Note and endorse the strategic priorities outlined in the Safer Leeds 'Community Safety Strategy' for 2018-21.
- Agree what action the HWB can take collectively and at organisational level to help achieve the outcome that 'people in Leeds are safe and feel safe in their homes, in the streets and the places they go'.
- Consider and respond to the consultation on the strategy as part of the HWB's role in providing strategic, place-based direction around wider determinants of health, linked to the Leeds Health and Wellbeing Strategy.
- Provide feedback on any pertinent issue that supports on-going discussions around 'system changes' and 'operational response'; where improving health and wellbeing outcomes are directly connected to community safety priorities.

1 Purpose of this report

- 1.1 This report outlines the draft Safer Leeds 'Community Safety Strategy' (2018-21) for consideration as part of the consultation phase with the Leeds Health and Wellbeing Board (HWB) (attached as Appendix I).
- 1.2 This report builds on the existing relationship between the Safer Leeds Executive and the HWB, which share some members. This report is presented to HWB in recognition of the shared ambitions and outcomes we are working towards as a city, as well as current and future contributions to the Leeds Health and Wellbeing Strategy,
- 1.3 The issues presented in this report and to be addressed by the new Community Safety Strategy are cross cutting and require a wide system response, which includes health and care partners. We know that people's experiences are not currently in line with our vision, as set out in the Leeds Health and Wellbeing Strategy and demands on services are growing. Consequently, it is important the HWB understands the ambitions of the new Community Safety Strategy and have the opportunity to shape and contribute to its delivery.

2. Background information

- 2.1 Community Safety Partnerships have a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy every 3 years. In doing so, these local strategies are expected to have regard to the objectives set out in the Commissioner's Police and Crime Plan. Locally there is also a recognition that to achieve better outcomes for individuals, families and communities work across a range of bodies and service providers is required from a both a policy and practice perspective.
- 2.2 Safer Leeds is a long standing partnership body with statutory representation from Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust and Leeds Clinical Commissioning Group. The partnership is augmented by representatives Voluntary & Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Wellbeing Board, Leeds Safeguarding Adults Board and Leeds Safeguarding Children Partnership.
- 2.3 The SLE has a statutory requirement to:
 - Establish information sharing arrangements
 - Produce an annual Joint Strategic Assessment
 - Prepare and implement a Plan
 - Produce a strategy to reduce reoffending
 - Be responsible for establishing Domestic Homicide Reviews and applying learning
 - Be responsible for establishing anti-social behaviour reviews and applying learning
 - Regular engagement and consultation with the community
- 2.4 Over recent years, the partnership has focused much of its efforts on reducing domestic burglary, which was significantly higher in Leeds than in other comparable

cities and has significant public concern. The partnership has successfully delivered against this ambition to date. Although burglary remains an issue, the volume and prevalence of domestic burglary has been significantly reduced, from a peak of over 16,000 to around 5,000 a year.

- 2.5 In the last 4 years the partnership has also focussed its attention on Domestic Violence and Abuse, linked in with the Council's breakthrough project. Of note, innovation programmes include the Front Door Safeguarding Hub, notifications to schools, roll out Routine Enquiries (at GP practices) and the extension and increased take-up of the organisational and service Quality Mark have been progressed, developed and sustained.
- 2.6 Over the past 2 years there has been an increased 'shift' towards the Safeguarding agenda, with a particular emphasis on reducing repeat domestic violence/abuse incidents for victims, protecting vulnerable children and adults from exploitation and improving support and access to service for victims as well as interventions for offenders to support a change a behaviour. There is a recognition that more needs to be done in localities of concern and within communities of interest on these agendas.
- 2.7 After sustained periods of crime reductions both nationally and locally, crime levels have started to increase. In Leeds, we have seen total recorded crime rise in the last three years. In 2017, there were 95,011 crimes, an increase of 11.7% on the previous year. The reasons for these increases are not straight forward. There have been changes in how crimes are recorded but also real positive changes in the way victims are supported, encouraged to report crimes as well as improvements in recording practice. At the same time the nature and type of crime has also changed; cyber related crime has become more prevalent and there are a multitude of platforms that are now used to facilitate, exploit and groom vulnerable people.

3. Main Issues

The draft Safer Leeds 'Community Safety Strategy'

- 3.1 Like other cities, Leeds faces significant challenges and pressures in relation to better health and wellbeing outcomes. To tackle existing, new and emerging community safety risks, threats and harms, there must be a collective emphasis on meeting the needs and demands of people, as well as preventing future victimisation and offending; ensuring every contact counts.
- 3.2 Everyone has the right to live in a safe, clean and tolerant society and everyone has a responsibility to behave in a way that respects this right. As a collective we should never be complacent as there is always room for improvement.
- 3.3 The draft Safer Leeds 'Community Safety Strategy' provides all partners with an opportunity to 'Reframe & Refocus' on some critical challenges; of which 3 are highlighted here:
 - Problem Solving ~ requires a breakthrough in prevention, early intervention and vulnerability at an individual, family and community level

- Acute Safeguarding Risks ~ diverse & complex issues requires transformation in service delivery models
- Invest to Save ~ addressing sources of demand through partnership activity and community led policing, that builds trust & confidence

3.4 The draft Safer Leeds 'Community Safety Strategy', sets out the high level ambitions and intentions of the partnership over the next 3 years: The overarching outcome that the Partnership seeks to achieve is:

- People in Leeds are safe and feel safe in their homes, in the streets and the places they go.

The **Partnership's Shared Priorities** over the term of the strategy will be:

- Keeping people safe from harm (victim)
- Preventing and reducing offending (offender)
- Creating safer, stronger communities (location)

With a focus on:

- Anti-social behaviours and criminal exploitation
- Crime and disorder related to drugs, alcohol and mental health
- Hate crime and community tensions
- Safeguarding including domestic violence and abuse, forced marriage and honour based abuse and modern slavery
- Serious and organised crime

3.5 In addition, Safer Leeds will work with and support other partnership boards and delivery groups on the following issues:

- Community cohesion
- Other relevant Safeguarding issues pertinent to crime and disorder
- Pupil/ Student Safety
- Safer Travel/ Road Safety

3.6 The partnership's shared priorities of '**victim, offender and location**' denotes both a universal and targeted approach to addressing community safety issues, regardless of the issue, with a recognition that to achieve the desired outcomes the emphasis has to be on '**People and Place**'

Safer Leeds Review

3.7 A review of Safer Leeds Executive has recently been conducted with the intention of putting in place refreshed arrangements that:

- Detail the membership, function and roles of the Board
- Formalise the governance and accountability framework of the Board
- Enable the Board to delivery on its business requirements and
- Manage the delivery of the new Safer Leeds Strategy (2018/21)

3.8 The new governance arrangements will ensure work across the shared priorities and community safety issues are managed more effectively and there are clear

lines of accountability and opportunities to escalate risk. The established of 'Operational Delivery Boards' and 'Placed Based Boards' will be chaired by a member of the SLE who be responsible for developing, implementing and reporting back on progress of plans.

- 3.9 In the draft strategy for each of the shared priorities is a high level narrative which sets out the intentions (direction of travel) for the next 3 years. The key deliverables have ascribed actions that named lead organisations/ agencies or bodies have made a commitment to taking forward this year. This does not include core services and/ or current provision but focuses on the 'additionality' that partnership working brings, in terms of activity and innovation. Each ascribed primary lead will be held accountable to SLE on implementation of these actions during 2018/19.
- 3.10 Of note, the governance arrangements for the reformed the Drugs and Alcohol Board are shared between the HWB and SLE to ensure system change is conducive to both partnerships in line with the 4 main outcomes for the emerging strategy:
- i) Fewer people misuse drugs and/or alcohol and where people do use they make better, safer and informed choices
 - ii) Increase in the proportion of people recovering from drug and/or alcohol misuse
 - iii) Reduced crime and disorder associated with drug and/or alcohol misuse
 - iv) Addressing specific emerging issues

Funding

- 3.11 Since coming to Office in November 2012, the West Yorkshire Police and Crime Commissioner has provided funding to Safer Leeds on an annual basis to support the partnership's priorities. Accountability for the delivery of the funds, sits with the SLE who seek to ensure value for money and excellence in service delivery. Areas that will be funded in 2018/2019 are outlined here:
- 3.12 **Community Safety - Creating safer, stronger communities (location)**
- Supporting the Front Door Safeguarding Hub
 - Delivery of a domestic violence campaign
 - Delivery and dissemination of lessons learnt from the DHR reviews
 - Support the prevention of nuisance and anti-social behaviour and
 - Reduce the occurrence and impact of hate crime through the Leeds Anti-Social Behaviour Team (LASBT)
 - Providing extra capacity to support intelligence products to inform the deployment of resources (via the Safer Leeds Intelligence Team)
 - Mental Health additional provision
 - Prevent domestic violence and abuse for those at risk
 - Implement partnership referral processes and pathways and approaches to tackle domestic violence and abuse
 - Enhanced security provision via Leedswatch (CCTV)

3.13 DIP Drug and Alcohol Programme - **Keeping people safe from harm (victim)**

- Reduce the aggravating effects of alcohol and drugs on crime and ASB Support delivery of Integrated Offender Management

3.14 Youth Offending Service - **Preventing and reducing offending (offender)**

- Breaking cycles of offending
- Early identification and interventions for those at risk of becoming involved in criminality

3.15 In addition to the areas funded above, the Police Crime Commissioner has also been running the West Yorkshire POCA (Proceeds of Crime Act) Community Safety Fund, which provides resources for predominately 3rd sector organisations community groups and partners to support delivery of the Police and Crime Plan. Applicants can apply for up to £5k as part of funding rounds. For more information see <https://www.westyorkshire-pcc.gov.uk/safer-communities-fund.aspx>

4. Health and Wellbeing Board governance

4.1 Consultation, engagement and hearing citizen voice

4.1.1 This strategy has been drafted in conjunction with representatives of all the SLE 'Responsible Authorities' and 'Cooperating Bodies' as well as members of the Health and Wellbeing Board and the Adults Safeguarding Board and Children's Safeguarding Partnership, who sit on the SLE.

4.1.2 The SLE as a statutory requirement to produce an annual Joint Strategic Assessment (JSA) to assess the scale and nature of crime and disorder in the city and to identify medium to long term issues affecting community safety. The JSA includes analysis of both a range of quantitative and qualitative data from across the partnership. It identified a number of reoccurring themes and this information and intelligence has therefore been used to inform delivery plans that underpin the overarching Strategy

4.1.3 Evidence from public consultation via the Office of the Crime and Commissioner and intelligence collated from residents, service users and providers, has been used to inform the contents of the strategy along with a range of Outcomes Based Accountability sessions held with operational professionals and service users during 2016 and 2017.

4.2 Equality and diversity / cohesion and integration

4.2.1 The draft Safer Leeds Community Safety Strategy (2018-21) makes reference to the partnership's commitment to serve all members of its communities effectively and acknowledges that all of its actions and plans should give due regard to implications for different groups and sections of the community.

4.2.2 A key aim of the strategy is to work closely with a range of communities of interest, and in particular to improve all forms of hate crime reporting, domestic violence

and abuse related incidents, and other linked safeguarding issues which are known to be under reported.

4.3 Resources and value for money

- 4.3.1 Since coming to Office in November 2012, the West Yorkshire Police and Crime Commissioner has provided funding to Safer Leeds on an annual basis to support the partnership's priorities. For 2018/19, the confirmed local allocation being £1,275,959 of which £464,892 is specifically for the Community Safety element to deliver a range of community safety related activity to support the Safer Leeds Strategy.
- 4.3.2 Accountability for the delivery of these funds, sits with the SLE through Leeds City Council, who seek to ensure value for money and excellence in service delivery. Financial and performance reporting occurs on a quarterly basis.
- 4.3.3 The Safer Leeds Community Safety Strategy links directly to the Council's ambition of a strong economy and a compassionate city. Resources from across the wider city partnership's directly funds and promotes health and wellbeing and community cohesion by supporting communities and tackling poverty as part of the people and place agenda.

4.4 Legal Implications, access to information and call In

- 4.4.1 This report does not contain any exempt or confidential information. The report is ineligible for Call In, as the Executive and Decision Making Procedure Rules state: 'The power to call in decisions does not extend to decisions made in accordance with the Budget and Policy Framework Procedure Rules'. This is one such decision.

4.5 Risk management

- 4.5.1 National changes to government legislation and prioritisation will bring both challenges and opportunities for the city. SLE will continue to explore additional funding opportunities where this adds value to its local priorities as part of ongoing committed to support programmes of change through an 'invest to save' approach.
- 4.5.2 There are significant risks associated with budget reductions beyond the current financial year. Work will take place with partners to better understand what the implications and risks associated with budget reductions on the partnership's endeavours are to deliver against it shared priorities. Also, further negotiations will take place with regards to the Community Safety Fund for 2019/20 to ensure, where possible, funding is aligned to local priorities set out in the strategy.

5. Conclusions

- 5.1 The draft Safer Leeds Community Safety Strategy (2018-2021) sets out the city's approach to reduce crime and disorder and deliver the partnerships ambition to be "the best city in the UK with the best community safety partnership and services"
 - A city that is inclusive and safe for all
 - A compassionate city that protects and safeguards the vulnerable

- A city that challenges and seeks to change behaviours that negatively impact on safer and cleaner streets

6. Recommendations

The Health and Wellbeing Board is asked to:

- Note and endorse the strategic priorities outlined in the Safer Leeds 'Community Safety Strategy' for 2018-21.
- Agree what action the HWB can take collectively and at organisational level to help achieve the outcome that 'people in Leeds are safe and feel safe in their homes, in the streets and the places they go'.
- Consider and respond to the consultation on the strategy as part of the HWB's role in providing strategic, place-based direction around wider determinants of health, linked to the Leeds Health and Wellbeing Strategy.
- Provide feedback on any pertinent issue that supports on-going discussions around 'system changes' and 'operational response'; where improving health and wellbeing outcomes are directly connected to community safety priorities.

7. Background documents

None.

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How does this help reduce health inequalities in Leeds?

There are a number of key programmes, which will reduce health inequalities by supporting priorities within the Leeds Health and Wellbeing Strategy such as:

Strong engaged and well-connected communities – The Leeds ‘Responding to Hate’ Strategy was launched in October 2017. This reflects the objectives and aims set out in national, regional & local frameworks to prevent hate crime, increase public confidence to report hate crime and improve the response of agencies charged with tackling hate crime. The strategy is overseen by a partnership boards to address a range of complex social challenges thereby developing more cohesive, resilient and sustainable communities.

A stronger focus on prevention – The establishment of a new Safer Leeds: Street Support Team aims to significantly improve the daily focus, interventions and service delivery that is required to respond to the issues relating to street use. The team will be operational in early autumn and will have a common purpose of reducing the number of rough sleepers, safeguarding and protecting people in need, and tackling issues such as begging, criminality and anti-social behaviour in the city centre. It will see the formation of a dedicated multi-disciplinary team with specialist professional workers assigned from a number of different sectors with wider virtual teams.

The best care, in the right place, at the right time – A new alternative giving campaign for Leeds, called the Big Change Leeds, will be launched in October 2018. This is a city collaboration between Leeds BID, Leeds City Council and with support from Leeds Community Foundation. It has been created to question behaviours and raise awareness, inform and educate, and engage people in alternative ways to help those in need on the streets. Street Support presents the opportunity to both offer help and appeal for help. It connects charities, organisations and the general public with a mechanism to make donations of money, time or items.

Promote mental and physical health equality – A key priority of the Domestic Violence and Abuse Breakthrough Plan is to develop clear and defined responses to standard and medium (without crime) cases of domestic violence and abuse. In response, a pilot was undertaken in the Armley ward which aims to reduce the repeat incidents, raise the awareness levels of professionals and residents in the area so that families affected by domestic abuse at all risk levels are recognized and supported.

A valued, well trained and supported workforce – We support agencies to achieve the Leeds Domestic Violence Quality Mark, a quality assurance standard for responding to domestic violence. The aim of the Quality Mark is to ensure consistency and high minimum standards of service. All our training is free to agencies working towards the Quality Mark. In Q 1, 2018-19 11 agencies across West Yorkshire have completed the Domestic Violence Quality Mark self-assessment form and 314 professionals have received training.

How does this help create a high quality health and care system?

This will help to create a high quality health and care system through a variety of mechanisms such as:

- Invest to save – The new Street Support Team will improve the health outcomes of street users and reduce system pressure.
- Improved outcomes for individuals – The Big Change Campaign will potentially reassure people by giving them alternative means of helping people, and by giving this way it will have a more sustainable impact on individuals' lifestyles.
- Coordinated access to services – Integrated Offender Management supports a holistic approach to health and care by assisting individuals to comply with the statutory requirements of their order or licence. This includes access to drug and alcohol treatment and recovery, in particular where their reoffending behaviour is linked to their substance misuse.

How does this help to have a financially sustainable health and care system?

This helps to have a financially sustainable health and care system through:

- Demands led funding - Funding from the Office of the Police and Crime Commissioner has been prioritised and categorised according to demands and priorities as outlined in the Safer Leeds Strategy:
 - Community Safety - Creating safer, stronger communities (location)
 - DIP Drug and Alcohol Programme - Keeping people safe from harm (victim)
 - Youth Offending Service - Preventing and reducing offending (offender)
- Invest to save model - By employing preventative and early intervention approaches to support, and where appropriate using positive enforcement, alongside improved coordination of resource there will ultimately be less pressure on reactive services and aftercare; thus reducing demand on services such as adult social care, and emergency services such as Police and Ambulance.

Future challenges or opportunities

There are a number of challenges and opportunities

Increased demand/pressure for statutory services – In Leeds, total recorded crime has risen in the last three years. Furthermore, from 01 Mar-May 2018, Yorkshire Ambulance Service (YAS) 999 received a total of 219 calls from City Square, Boar Lane and Wellington Street, Leeds. 183 calls were related to drugs/alcohol/hoax/homeless, with 163 crews dispatched with 58 transfers to A&E. Principles of 'Invest to Save' will be key in addressing the sources of demand through partnership activity and community led policing, that builds trust & confidence.

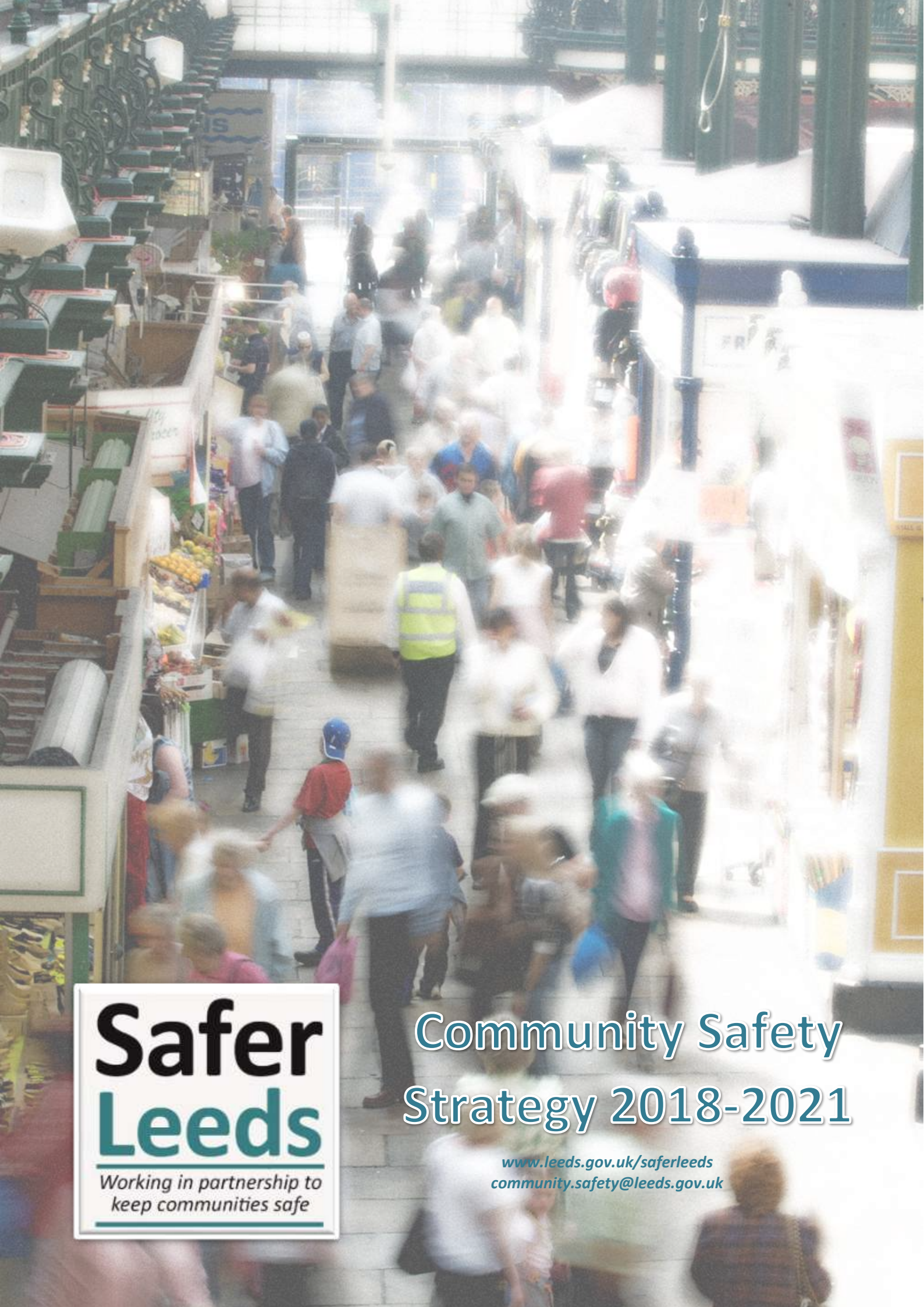
Acute Safeguarding Risks - Diverse & complex issues requires transformation in service delivery models. Locally there is a recognition that to achieve better outcomes for individuals, families and communities work across a range of bodies and service providers is required from a both a policy and practice perspective.

Partners are looking at how we can better work together with rough sleepers/beggars with the focus being to initially provide housing options/support and, if they are refused, to take enforcement action thereafter. Enforcement remains a very contentious and divisive issue, with many for and against. We want to encourage an informed debate by first ensuring that the public can see that everything possible has been done to provide support to those who are on our streets.

Health outcomes for street users - It is well documented that a sustained street lifestyle is inherently harmful to the health and wellbeing of individuals. Complex needs (e.g. mental health and substance misuse) are common amongst street users, particularly those on the edge of rough sleeping. For some, street activities such as begging, street drinking and drug taking are often linked. Being on the streets can affect an individual's decision to use drugs, or reduce the likelihood of access to treatment for physical and mental health. As a consequence these issues are compounded by acute safeguarding risks.

More collaborative work across sectors is being progressed to focus attention on these issues with a focus on prevention, early intervention and vulnerability at an individual, family and community level.

Priorities of the Leeds Health and Wellbeing Strategy 2016-21	
A Child Friendly City and the best start in life	X
An Age Friendly City where people age well	X
Strong, engaged and well-connected communities	X
Housing and the environment enable all people of Leeds to be healthy	
A strong economy with quality, local jobs	
Get more people, more physically active, more often	
Maximise the benefits of information and technology	
A stronger focus on prevention	X
Support self-care, with more people managing their own conditions	
Promote mental and physical health equally	X
A valued, well trained and supported workforce	X
The best care, in the right place, at the right time	X



Safer Leeds

Working in partnership to
keep communities safe

Community Safety Strategy 2018-2021

www.leeds.gov.uk/saferleeds
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About Leeds

Leeds is a growing city with a population estimated at 781,700 (ONS 2016), an increase of around 50,000 in the last decade. However, it is the shift in the make-up of our population at local levels that is most striking. There have been rapid demographic changes during this time, particularly in some of our most deprived communities which are the fastest growing and with the youngest age profile.

This population increase reflects the success of the Leeds economy, both within the city and in neighbouring localities. Leeds has seen the fastest private sector jobs growth of any UK city in recent years and has the largest concentration of financial and professional services and digital jobs in any city in the UK outside London. We also have one of the highest rates of business start-ups and scale-ups in the country. Leeds is a major hub for health innovation, data analytics, innovative manufacturing and knowledge-intensive jobs: for example, the University of Leeds spins out more listed companies than any other UK university, and the city experiences a “brain gain” with more undergraduates and graduates moving into the city than leaving.

Leeds is now a top five UK tourism destination, attracting over 26 million visitors a year, and was ranked fifth by the Lonely Planet in its list of the best places to visit in Europe in 2017, with the city’s urban regeneration efforts and flourishing cultural scene highlighted.

However not everyone is benefiting fully from this economic success. There remain significant issues of poverty and deprivation in the city. Low pay is an increasing problem, with people caught in a trap of low pay and low skills, with limited opportunities for career progression. Our education and skills system does not work for everyone, and we need to continue to make progress in improving our schools so that they are equipping young people with the learning, attributes and awareness of opportunities they will need to succeed in work.

Looking forward, overall the prospects for economic growth in Leeds remain robust, supported by the city’s skilled workforce, the growth and innovation of its firms and universities, and the progress being made with infrastructure. However, we will only fulfil this potential for growth if we sustain the progress we are making, and by taking action on areas where we could perform better. This includes tackling poverty, improving health and wellbeing, supporting greater resilience across the city, boosting housing growth and regeneration, continuing to define and express our culture, increasing productivity, attracting and retaining a skilled workforce, and enhancing transport and infrastructure.

(Source: Leeds City Council, Best Council Plan 2018-2021: Tackling poverty and reducing inequalities)

CONTENTS

Foreword	2
Ambition	3
Critical Themes & Issues	4
Shared Priorities (2018-21).....	5
➔ Keeping people safe from harm	6
➔ Preventing and reducing offending	7
➔ Creating safer, stronger communities.....	8
Key Deliverables ~ I (Year 1)	9
Key Deliverables ~ II (Year 1)	10
Governance	11
Plan on a page	12

FOREWORD

Welcome to our new ***Safer Leeds Community Safety Strategy (2018-21)*** which sets out our intent and what we will collectively focus on over the next three years.

After sustained periods of crime reductions both nationally and locally, crime levels have started to increase. In Leeds, we have seen total recorded crime rise in the last three years. In 2017, there were 95,011 crimes, an increase of 11.7% on the previous year. The reasons for these increases are not straight forward...yes there have been changes in how crimes are recorded but also real positive changes in the way victims are supported and encouraged to report crimes as well as improvements in recording practice. At the same time however, the nature and type of crime has also changed; cyber related crime has become more prevalent and there are a multitude of platforms that are now used to facilitate, exploit and groom vulnerable people.

Like other cities we face significant challenges and pressures. In Leeds, to tackle existing, new and emerging risks, threats and harms, we must have a collective emphasis on meeting the needs and demands of people in this dynamic city, as well as preventing future victimisation and offending; ensuring we make every contact count.

Everyone has the right to live in a safe, clean and tolerant society and everyone has a responsibility to behave in a way that respects this right. As a

collective we should never be complacent as there is always room for improvement.

The need to deliver results more efficiently and cost effectively, with clear accountability, across services and agencies is key. As a partnership, we have examples of integration and co-location, but we need to continue to be ambitious and take risks to maximise all opportunities, to review and refresh where needed, and apply lessons learnt.

Knowing what success looks like is critical, as is strong leadership and accountability at every level of delivery, and this has to be clear and visible. As such, Safer Leeds Executive has undertaken a review, in terms of governance, accountability and functionality, in order to make it 'fit for purpose' and support the delivery of this strategy.

Moving forward, Safer Leeds have agreed three partnership shared priorities:

1 Keeping people safe from harm	(Victim)
2 Preventing & reducing offending	(Offender)
3 Creating Safer, stronger communities	(Location)

The shared priorities of '***victim, offender and location***' are strongly connected as one impacts on the other both directly and indirectly. They also denote both a universal and targeted approach to addressing community safety issues, regardless of issue, with a recognition that to achieve the desired outcomes the emphasis has to be on '***People and Place***'.

Finally, we would like to thank all staff and volunteers across the partnership for your continued commitment and passion to serve the people and communities of Leeds. We strongly believe we are better when we work together.

We are therefore pleased to introduce the Safer Leeds Community Safety Strategy and ask you to consider your offer in supporting and securing better outcomes for Leeds.

Kind regards

Councillor Debra Coupar

Deputy Leader of Leeds City Council and
Executive Board member for Communities

James Rogers

Director of Communities & Environment (LCC) &
Chair of Safer Leeds

AMBITION

Safer Leeds is the city's statutory Community Safety Partnership, responsible for tackling crime, disorder and substance misuse.

Our Ambition

To be the best city in the UK with the best community safety partnership and services:

- *A city that is inclusive and safe for all*
- *A compassionate city that protects and safeguards the vulnerable*
- *A city that challenges and seeks to change behaviours that negatively impact on safer and cleaner streets.*

Our Outcome

⇒ *People in Leeds are safe and feel safe in their homes, in the streets, and the places they go.*

Accountability

The Safer Leeds Executive has a statutory requirement to:

- Establish information sharing arrangements
- Produce an annual Joint Strategic Assessment
- Prepare and implement a Plan
- Produce a strategy to reduce reoffending
- Be responsible for establishing Domestic Homicide Reviews and applying learning
- Be responsible for establishing anti-social behaviour reviews and applying learning
- Regular engagement and consultation with the community

Recognising that no single agency can address these complex risks, threats and harms alone, the following are committed to working collectively through the Safer Leeds Executive in line with agreed terms of reference and information sharing protocols.

Responsible Authorities

Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust and Leeds Clinical Commissioning Group

Co-operating Bodies

Voluntary & Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Wellbeing Board, Leeds Safeguarding

Adults Board and Leeds Safeguarding Children Board.

Safer Leeds aims to serve all members of its communities, giving due regard to implications for different groups to ensure people are not excluded or disadvantaged because of Age, Disability, Gender, Race, Religion and Belief, or Sexual Orientation.

Record of achievements

Leeds is proud of its strong record of partnership working, which was embedded as part of the Crime and Disorder Act (1998) and subsequent legal enhancements.

Reassurance

85% of people feel safe in their neighbourhoods

Source: 'Your View' OPCC

People
Places
Partnerships

CRITICAL THEMES & ISSUES

A number of reoccurring **themes and issues** were identified when combining results from consultation with the annual Joint Strategic Assessment, these are summarised below:

- ➔ **Violent Crime:** on-street violence and knife/gun crime; online harassment and abuse; alcohol related violence.
- ➔ **Sexual Crime:** sexual violence and abuse; registered sex offenders.
- ➔ **Domestic Violence and Abuse:** high levels of reported repeat domestic abuse; threats of escalation and increased violence; risks and vulnerabilities among families often linked to vulnerable children, substance misuse, financial pressures and housing conditions.
- ➔ **Vulnerability and Exploitation:** coercive sexual and criminal exploitation; organised exploitation/ trafficking; street users; missing persons; high levels of demand impacting on services and responses.
- ➔ **Serious and Organised Crime:** organised crime groups; street gangs; stolen goods markets; perpetrators operating across different offence types; fluid and flexible offending patterns; use of violence and intimidation to maintain control of individuals and/ or areas.
- ➔ **Offending Behaviours:** re-offending; ingrained behaviours exacerbated by mental health and substance misuse; prolific offenders linked to various crimes; new or changing offending patterns; youth and “upcoming” offenders.
- ➔ **Community Tensions:** radicalisation and extremism; hate crime; youth related nuisance; neighbourhood ASB; varying levels of tolerance and willingness to report
- ➔ **Community Crime:** social and environmental impact on communities and feelings of safety; prolific levels in some localities; opportunistic stealing; lack of victim empathy; impacts of acquisitive crime on residents and businesses.
- ➔ **Illegal Drugs:** cannabis production and supply; new and emerging substances (NPS); Class A drug use; open drug markets, related crime and disorder; health impacts and deaths

It is clear that:

- ❖ These complex issues interrelate and interlink with wider social and economic determinants
- ❖ All have ‘Victim-Offender-Location’ basis and
- ❖ All provide clarity for defining outcomes and measuring progress

These findings have helped shape the partnerships priorities for Leeds; will inform the development of delivery plans and the commissioning of activity.



SHARED PRIORITIES (2018-21)

Safer Leeds has agreed the following shared priorities for the next three years (2018-21):

**1 Keeping people safe from harm
(Victim)**

**2 Preventing & reducing offending
(Offender)**

**3 Creating Safer, stronger communities
(Location)**

Focussing on the following:

- ➔ Anti-social behaviours and criminal exploitation
- ➔ Crime and disorder related to drugs, alcohol and mental health
- ➔ Hate crime and community tensions
- ➔ Safeguarding including domestic violence and abuse, forced marriage and honour based abuse and modern slavery
- ➔ Serious and organised crime

In addition, Safer Leeds will work with and support other partnership boards and delivery groups on the following issues:

- Community cohesion ~ including extremism and radicalisation
- Other relevant Safeguarding issues pertinent to crime and disorder
- Pupil/ Student Safety
- Safer Travel/ Road Safety

We will consider opportunities to:

- ❖ Take action at a local level
- ❖ Support victims and witnesses
- ❖ Protect those with complex needs
- ❖ Support individuals to change damaging or risky behaviours
- ❖ Engage and involve people, to influence and shape response



Shared Priority I:
Keeping people safe from harm
(Victim)

What does this mean?

We want all people who live, work and socialise in Leeds to be safe and feel safe.

This priority is at the heart of the work that all partner agencies do. The increases in demand for services relating to crime and wider anti-social behaviour issues can cause considerable distress to people, can be damaging and can escalate into more serious behaviours. People who come into contact with services may have multiple and complex needs so having a person-centred approach and improving our collective response is fundamental.

It is about:

- ❖ Protecting people who are victims of crime or at risk of being victimised and safeguarding the most vulnerable from harm
- ❖ Preventing people from being victims and/ or being exploited
- ❖ Promoting feelings of safety and confidence in policing and community safety, building resilience for individuals, families and communities

During the next 3 years we will work collectively to:

- ✓ *Deliver effective services, which are well informed (insight gained from integrated intelligence and voice of the service user), that are person-centred with an emphasis on earlier identification, help and intervention*
- ✓ *Raise awareness of associated risks and threats to victims/ potential victims, giving people increased confidence to report, ensuring the provision of services supports victims to cope and/ or recover*
- ✓ *Train front line workers from different services to help them identify those people most at risk from harm, recognising actual signs and potential signs, so allowing earlier interventions to put in place*
- ✓ *Utilise restorative approaches with offenders so they understand the human impact of their crimes and to help victims to recover*
- ✓ *Improve our collective response to ASB and hate crime by working with communities, supporting victims, challenging prejudice, and sharing best practice*
- ✓ *Support and Implement a range of programmes to reduce rough sleeping and begging, addressing needs by listening to the voice of service users*
- ✓ *Increase the support available for victims of Modern Slavery and Trafficking through the provisions of advocates to provide direct support, enhancing pathways and capacity, and increase intelligence to re-trafficking and repeat victimisation*

**Shared Priority II:
Preventing & reducing offending
(Offender)**

What does this mean?

We want people who commit crime and anti-social behaviour to change their negative behaviour.

This priority is fundamental to keeping people safe and is central to the work of services working for and linked to the criminal justice system. Offending takes many forms from anti-social behaviour, acquisitive crime, through to violence and organised crime. For those causing harm, there are and should be appropriate consequences including custodial sentences, offender management programmes and supervision in the community. People who offend, reoffend or who are at risk of first time offending do so for a host of different reasons but it's their behaviour that has a direct impact on their victims, their families and communities, and ultimately themselves.

It is about:

- ❖ Preventing acts of anti-social and criminal behaviour, using a Think Family/ Work Family approach
- ❖ Problem solving justice, across services and with individuals, families and communities
- ❖ Intervening early to reduce escalation of offending
- ❖ Rehabilitating offenders to build public confidence

During the next 3 years we will work collectively to:

- ✓ *Improve understanding of the drivers and motivators for offending and re-offending behaviour, acting on prohibitors for desistance and obstacles preventing offenders to move on in their lives, by working across children and adult offender management services*
- ✓ *Resolve anti-social behaviour at the earliest opportunity and to prevent escalation and reduce the impact of such behaviour on individuals, families and communities*
- ✓ *Continue to support and enhance liaison and diversion schemes to ensure people who end up in custody are given help and support to reduce their offending behaviour*
- ✓ *Commission a flexible and intelligence led Integrated Offender Management (IOM) intensive support service, responding to the changing landscape of criminal justice; directing and coordinating partnership resources through IOM arrangements*
- ✓ *Reduce the number of first time entrants into the criminal justice system, utilising existing pathways and exploring new ways of preventing and diverting young people*
- ✓ *Reduce the number of Black, Asian and Minority Ethnic (BAME) individuals entering the criminal justice system, improving their treatment and outcomes*
- ✓ *Reduce the number of women entering the criminal justice system using a problem-solving approach to address their offending behaviour and rebuild their lives*
- ✓ *Direct and coordinate partnership initiatives through the Reducing Offending Board in respect of key themes including, drug and alcohol misuse, mental health and accommodation*

Shared Priority III:
Creating safer, stronger communities
(Location)

What does this mean?

We want Leeds to be a compassionate and caring city with a strong economy, which tackles poverty and reduces inequalities.

This priority is fundamental to the city's vision of being welcoming, fair, sustainable, ambitious, creative and fun for all. Within the growing demands of crime and disorder there is a requirement to focus resources in the right place and the right time. Having a place-based approach that is still centred on people, be that a geographical locality or a community of interest, regardless of the issue.

It is about:

- ❖ Building resilient communities, supporting those in most need as well as ensuring all people are empowered to help themselves
- ❖ Strong local leadership, increasing community conversations to resolve problems and conflict locally, raising aspirations, creating better links to social and economic opportunities
- ❖ Protecting the places where people live, socialise, travel to or work from, creating safer and cleaner streets
- ❖ Promoting feelings of safety and confidence in policing and community safety

During the next 3 years we will work collectively to:

- ✓ *Enhance the partnership operational delivery models; adopting a place-based approach which is centred on people and incorporates integrated intelligence to provide insight to problem solving and enables increased early intervention and prevention activity*
- ✓ *Continue to utilise designing out crime principles to make places and premises less vulnerable to crime and develop sustainable local solutions to protect public spaces*
- ✓ *Work with communities to break down barriers that exist to prevent, identify and report crime that may be hidden because of fear and/ or intimidation giving them a voice to help shape and continue to solutions*
- ✓ *Raise awareness of existing, new and or emerging risks or issues through active awareness programmes and campaigns*
- ✓ *Improve services by engaging with people, communities of interest and businesses to understand their perceptions and experience of policing, community safety and criminal justice system*
- ✓ *Seek further opportunities aimed at keeping people safe as part of the day, evening and night time economy plans*
- ✓ *Listen to and work with people with lived experience to shape and improve service response*

KEY DELIVERABLES ~ I (YEAR 1)

Safer Leeds will continue to **improve current core services** but we will also focus on programmes and projects that help us move closer to our desired outcome; **additional** partnership deliverables here include:

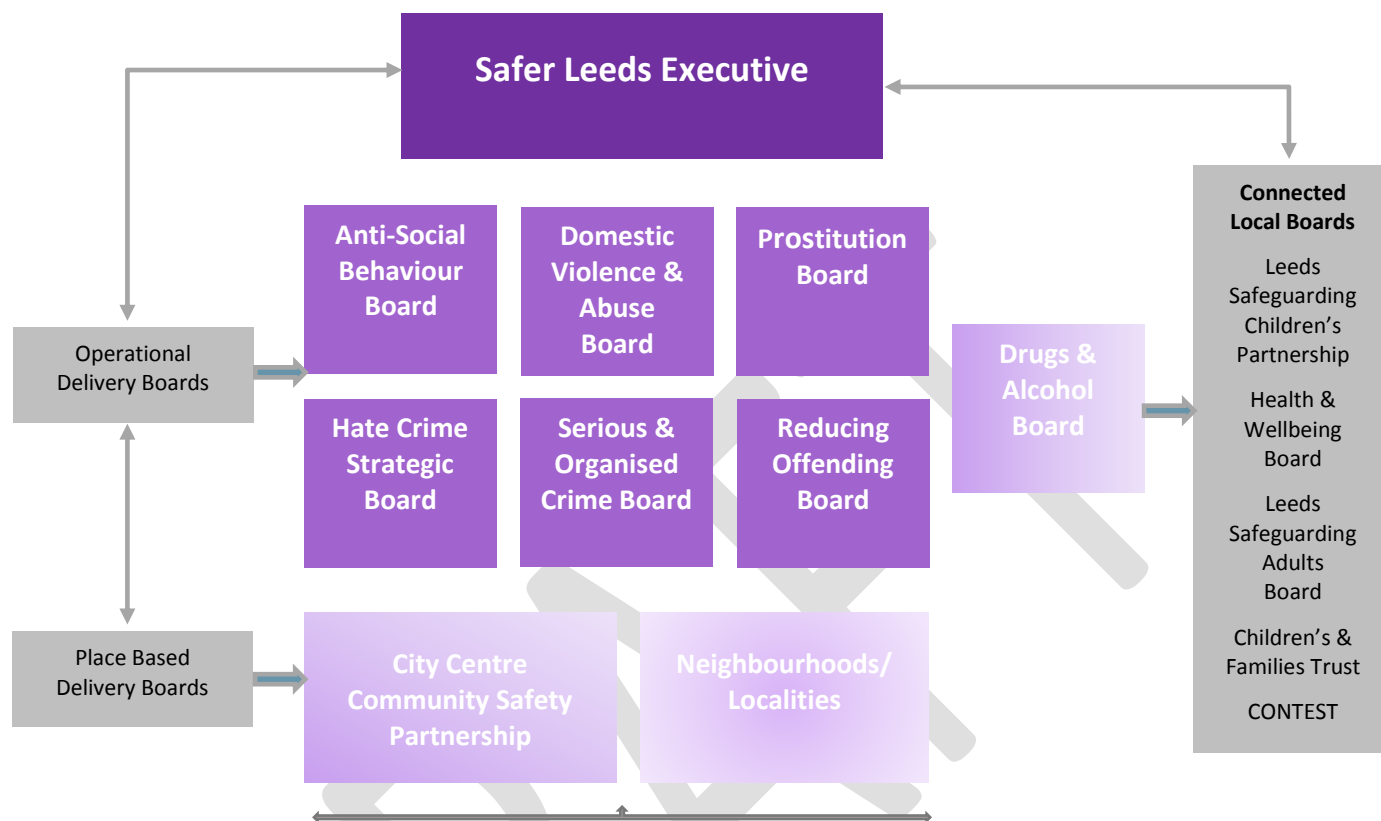
Focus on Innovation & Activity	Ascribed Primary Lead
Anti-social behaviours and criminal exploitation	
<ul style="list-style-type: none"> Undertake a review of the Leeds Anti-Social Behaviour Service to ensure our response effectively meets the changing demands of ASB within the city and communities 	LCC Community Safety
<ul style="list-style-type: none"> Strengthen links and support the Leeds Safer Road Steering Group, educating schools, sharing knowledge and risk recognition/management initiatives 	WY Fire & Rescue
<ul style="list-style-type: none"> Develop a blended approach to CCTV surveillance by progressing modernisation projects across Leeds 	LCC Community Safety
<ul style="list-style-type: none"> Introduce situational crime prevention programmes in tower blocks such as a concierge system to address ASB and reassurance tenants 	LCC Housing
<ul style="list-style-type: none"> Utilisation of regulative and enforcements powers as part of joint operations 	LCC & WYP Licensing
<ul style="list-style-type: none"> Promote meaningful alternatives to 'gangs' through education, training and employment and mentoring opportunities as well as developing diversion activities for young people 	WYP & LCC Communities
Domestic violence and abuse	
<ul style="list-style-type: none"> Refresh our partnership Front Door Safeguarding Hub model, making best use of partnership resources, to provide more effective responses to victims and perpetrators of domestic violence and abuse 	LCC Community Safety and Children & Families
<ul style="list-style-type: none"> Implement a multi-agency action plan to develop our responses to honour based abuse and forced marriage; focussing on raising awareness, developing clear pathways and protocols 	LCC Community Safety
<ul style="list-style-type: none"> Develop and test locality based responses to domestic violence working within the 6 LCC priority neighbourhoods 	LCC Community Safety
<ul style="list-style-type: none"> Undertake a pilot development programme to ensure that the profession of social work is as adept at working with victims as well as abusers, with individuals who are abusive in relationships 	LCC Adults & Health
Hate crime and community tensions	
<ul style="list-style-type: none"> Explore opportunities to increase and strengthen hate crime reporting centres in a range of community based settings, educational establishments and businesses (e.g. transport exchange) 	LCC & VCS
<ul style="list-style-type: none"> Develop a community tensions framework and toolkit to ensure consistent methodology and approach to sharing and developing solutions 	Safer Leeds
<ul style="list-style-type: none"> Undertake tailored and targeted campaigns with identified communities of interest in conjunction with services, building previous work as part of the Hate Crime Awareness Week 	Safer Leeds
<ul style="list-style-type: none"> Following the review, implement new processes and procedures for Hate Crime Multi-Agency Risk Assessment Conference (MARAC) 	LCC Community Safety
<ul style="list-style-type: none"> Community cohesion and tackling extremism (e.g. by working with the Communities Service to develop more cohesive and resilient communities, tackle all types of extremism and safeguard those most vulnerable to radicalisation) 	LCC Communities

KEY DELIVERABLES ~ II (YEAR 1)

Focus on Innovation & Activity Victim, Offender, Location	Ascribed Primary Lead
Impact of drugs, alcohol and mental health	
<ul style="list-style-type: none"> ➤ Publish and implement a new drug and alcohol strategy for the city; including developing our partnership information sharing capability to better understand and respond to emerging threats and harms 	LCC Adults & Health
<ul style="list-style-type: none"> ➤ Develop new ways of working to respond better to 'street based' drug use and reduce impact on services and public perceptions 	LCC Adults & Health
<ul style="list-style-type: none"> ➤ Develop new approaches to address problems associated with excessive 'street drinking' and exploring the potential for alcohol recovery centres and other initiatives to protect individuals and reduce demand places on emergency services 	LCC Adults & Health
<ul style="list-style-type: none"> ➤ Ensure mental health professionals support the police and provide better response to people in distress and who need assistance 	WYP Safer Leeds Partnership & CCG
Serious and organised crime	
<ul style="list-style-type: none"> ➤ Strengthen existing and new partnership arrangements to improve the gathering of information and intelligence on known organised crime groups; introducing partnership network analysis to provide insight and inform response 	WYP & Safer Leeds
<ul style="list-style-type: none"> ➤ Implement new operational approaches to tackle organised crime groups, utilising a combination relentless disruption techniques; taking criminal, civil and regulative action 	WYP & Safer Leeds
<ul style="list-style-type: none"> ➤ Devise and introduce creative ways to support and build community resilience, in collaboration with trusted partners, the voluntary and community sector and community leaders; in line with agreed communications and engagement plans 	WYP Safer Leeds
Place-Based Operational Delivery	
<ul style="list-style-type: none"> ➤ Further develop locality based community safety approaches, in line with the principles of neighbourhood policing 	WYP Safer Leeds Partnership
<ul style="list-style-type: none"> ➤ Deliver 'Safe and Well' visits to vulnerable members of the community and develop targeted mentor schemes 	WY Fire & Rescue
<ul style="list-style-type: none"> ➤ Implement a universal offer and targeted programmes following the review of the Safer Schools Partnership 	WYP Safer Leeds Partnership
<ul style="list-style-type: none"> ➤ Pilot a new systems change programmes via an 'Early Help/ Early Intervention Hub' linking identification of children and young people at risk and offer practical support to families to change behaviours and achieve better outcomes 	LCC Children & Families
<ul style="list-style-type: none"> ➤ Continue to co-ordinate and develop responses to reduce the impact and harm of street based sex work; including developing a better evidence base to monitor issues and measure effectiveness of interventions 	WYP Safer Leeds Partnership
<ul style="list-style-type: none"> ➤ Undertake a review of the city centre CSP, with an emphasis on people, places and premises to support community safety and linked service/ partnership delivery 	LCC Community Safety
<ul style="list-style-type: none"> ➤ Establish a dedicated multi-agency Street Support Team (Phase I) working with the VCS, statutory services and the business sector to support and reduce the number of street users and address associated street activity 	LCC Community Safety
<ul style="list-style-type: none"> ➤ Work with service users through effective 'in-reach work' for those who may be homeless, in need and/ or at risk of reoffending to ensure appropriate housing provision is assigned and 'wrap around' services are available and accessible be to meet presenting needs 	VCS, CRC, YOS, Prison Service & Hospitals, LCC

GOVERNANCE

To support and manage the delivery of this strategy, Safer Leeds Executive has undertaken a review and refreshed its governance and accountability arrangements including: a) detailing the membership, function and roles of the Executive as described in a new terms of reference b) agreed its operational and placed-based delivery boards and c) outlined its connection with other significant local boards.



Safer Leeds Executive, consists of officers from the 'Responsible Authorities' and 'Co-operating Bodies', and includes political representation from the Lead member for Community Safety and co-opted local representation from the West Yorkshire Police Crime Panel.

Operational Delivery Boards, are chaired by a member of Executive reporting on progress, risks or threats as part of their duties. Below these there are sub groups and/ or where appropriate Task and Finish Groups.

Place Based Delivery Boards, are chaired by a member of Executive or assigned to a Lead Supporting Officer, reporting on progress, risks or threats as part of their duties.

Steering/ Task & Finish Groups, this includes multi-agency groups working on Honour Based Violence & Abuse/ Forced Marriage; Modern Day Slavery and Human Trafficking. Plus time limited groups working on communication and engagement campaigns.

Connected/ Significant Boards, play a significant role in contributing to Safer Leeds shared priorities and at least one person from the Executive is a member of these Boards, to ensure synergy, at a strategic and operational level.

In addition, this strategy links to other strategic plans, priorities and other Boards, including alignment to and contributing directly to West Yorkshire's Police and Crime Plan.

Community Safety Champions, these are elected members, assigned at a community committee, who 'champion' the work of Safer Leeds through their activity with local people in their constituency and with local service providers.

Funding

The work of Safer Leeds is primarily funded by mainstream resources of each organisation and work 'in-kind' and other grants where bids for additional funding are secured. The Police and Crime Commissioner allocates supplementary funding on an annual basis.

How will we measure progress?

Outcome

People in Leeds are safe and feel safe in their homes, in the streets, and the places they go.

Ambition

To be the best city in the UK with the best community safety partnership and services

Our Focus

People & Place

- Anti-social behaviours & criminal exploitation
- Crime and disorder related to drugs, alcohol and mental health
- Hate crime and community tensions
- Safeguarding Inc. domestic violence & abuse, forced marriage & honour based abuse and modern slavery
- Serious & organised crime

What we will do?

1	2	3
Keeping People Safe from Harm (Victim)	Preventing & Reducing Offending (Offender)	Creating Safer, Stronger Communities (Location)
<ul style="list-style-type: none"> ▪ Undertake a Review of the Leeds Anti-Social Behaviour Service ▪ Refresh our partnership Front Door Safeguarding Hub model ▪ Increase and strengthen hate crime reporting centres ▪ Develop and test locality based responses to domestic violence and abuse 	<ul style="list-style-type: none"> ▪ Reduce the number of first time entrants into the criminal justice system ▪ Commission a flexible and intelligence led Integrated Offender Management intensive support service ▪ Implement new operational approaches to tackle organised crime groups ▪ Publish and implement a new drug and alcohol strategy 	<ul style="list-style-type: none"> ▪ Implement a universal offer and targeted programmes following the review of the Safer Schools Partnership ▪ Establish a dedicated multi-agency Street Support Team ▪ Devise and introduce creative ways to support and build community resilience ▪ Pilot a new systems change programme via an 'Early Help/ Early Intervention Hub'

How will we do it?

Our Approaches ~ Based on People & Places

Integrated Intelligence & Identification

Early Intervention & Prevention

Education, Engagement & Enforcement

Building Community Resilience & Public Confidence

Key

Indicators

- People feel safe in their local area
- Public satisfaction & confidence
- Volume of total recorded crime
- Reported anti-social behaviour/ nuisance
- Number of hate related incidents
- Number of self-reported domestic violence and abuse incidents
- Volume of violent and sexual offences recorded
- Drug related (TBC)
- Alcohol related (TBC)
- Re-Offending (TBC)

